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ABSTRACT

This open letter suggests significant changes in the educational structure that state legislators can effect so that women will not be excluded from decision-making posts. Statistics are cited that indicate that a decreasing percentage of women hold positions in educational administration. In higher education, women hold an increasing percentage of instructorships but a decreasing percentage of full professorships. Policy changes are outlined in the areas of certification, school personnel, funding, curriculum, inservice training, appointment of women to policy-making boards, and state registries of educational personnel. (Author/MLF)

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WOMEN IN EDUCATIONAL LEADERSHIP: AN OPEN LETTER TO STATE LEGISLATORS

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WOMEN IN EDUCATIONAL LEADERSHIP: AN OPEN LETTER TO STATE LEGISLATORS

A Position Paper Prepared by the
National Conference on Women
in Educational Policy Making

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IEL REPORTS: FOUR OCTOBER 1975

Distribution of this report is made possible by a contract with the Assistant Secretary for Education, Department of Health, Education and Welfare.

The Leadership Training Institute (LTI) on educational leadership is an outgrowth of the 1969 Federal Education Professions Development Act. During the past five years the LTI has been concerned with a broad range of issues in educational leadership with particular emphasis on the development of internship programs in Six City-University Projects funded by USOE which have experimented extensively with the preparation and training of future educational leaders.

In its quest for more effective educational leadership, the LTI recognized in the early stages of its work the serious sparsity of Blacks, Spanish-Speaking, and American Indians within the ranks of educational leadership. One of our major objectives was to encourage the recruitment of minority candidates for our internship programs. In 1973 the LTI initiated several conferences to examine and evaluate the status of minorities in the area of school administration. A representative and distinguished group of leaders from each minority group was assembled and each group in turn planned the nature of its conference, the agenda, and its participants.

By 1973, the LTI recognized that in its preoccupation with greater representation in school administration by Blacks, Spanish-Speaking, and American Indians, we had neglected women, the group making up the largest portion of the education professions especially as teachers. A separate conference by women was therefore planned.

As one looks back at the 1960's and early 1970's, the ancient truism reappears -- that despite centuries or decades of oppression and stereotyping -- society still does not recognize that equality of opportunity, like liberty, is indivisible. When discrimination is practiced against any single individual or group, no one can be assured of equal treatment. As was the case with other victims of discrimination, women had to wage their own battle to gain equal treatment. Hopefully, the findings and recommendations developed by the various groups will awaken the educational bureaucracy to still existing, but disregarded injustices in other areas of the broad educational field. In schools, equal opportunity and treatment are not merely democratic issues, but the very touchstone of sound educational practice.

This publication is a statement developed by the conference on Women in Educational Policy Making held in Denver, Colorado, January, 1974. The Leadership Training Institute is very grateful to the members of the conference for their significant contribution to education and the area of school leadership. These findings and recommendations will be disseminated within the education professions and among those governmental agencies that are instrumental in shaping educational policy.

The LTI is especially grateful to Ms. Margery Thompson, who, as conference coordinator, writer and editor, has prepared the material, including this publication, which emerged from this conference.

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This work was developed under a grant from the United States Office of Education, Department of Health, Education and Welfare. However, the content does not necessarily reflect the position or policy of that Agency, and no official endorsement of these materials should be inferred.

This booklet is the work of the following group concerned with state laws, certification, and other structural barriers to women in educational policy making:

Ruth M. Oltman - group leader
Sally Allen - position paper
Lucile Musmano - position paper
Constance M. Cook
Marie Cox
Shirley McCune

A complete list of the Conference planning committee, participants and their affiliations is contained in Appendix A.

WOMEN IN EDUCATIONAL LEADERSHIP:

AN OPEN LETTER TO STATE LEGISLATORS

In the drive for accountability, efficiency, and better cost-benefit ratios in education, one important area has been ignored. That is the high cost of excluding women from decision-making posts in education. This open letter suggests several ways in which state legislators may effect significant changes in the educational structure to eliminate these problems.

Statistics indicate that while a high percentage of women are consumers or employees in education, a decreasing number hold top administrative positions. In fact, while women constituted 65 percent of all professional employees in elementary and secondary education in 1970-71, they made up only 63 percent in 1972-73. Declines in the percentage of women in educational administration positions have been even greater: for example, women held a disappointing 6 percent of superintendencies in 1970-71, but the percentage had dropped to 1 percent the following year. And the story is the same in higher education, where women hold an increasing percentage of instructorships but a decreasing percentage of full professorships. (See "Facts Tell the Story," below, for additional statistics on women in education.)

This situation results in waste of women's potential, reduced educational effectiveness, and low returns on the taxpayers' dollar. We cannot expect a harmonious, effectively functioning system (a necessary prerequisite for learning), if 52 percent of the students and 70 percent of the teachers see themselves essentially as nonparticipants. If more women held policy-making posts, they could provide a sensitivity to the women's issues involved, from role stereotyping to promotional barriers. As advocates of a more complete use of human capabilities, these women could seek changes within the policy-making structure to ensure equal opportunity for women in all facets of education.

Why are there so few women in policy-making positions? Outright discrimination is rare. The problem lies partly in basic attitudes and partly in legal or "institutional"

barriers that could and should be eliminated. Schools can do much to eliminate social and psychological barriers; however, this brochure is aimed primarily at the legal or institutional barriers. Among areas that need attention by state legislatures are:

- Certification
- School Personnel
- Funding
- Curriculum
- Inservice Training
- Appointment of Women to Policy-Making Boards
- State Registries of Educational Personnel

It is recognized that many of the changes we suggest could be accomplished by state and local boards without legislative action. However, because these boards are generally insulated from political pressures, they have been slow to act. Consequently, state legislatures are needed to effect these changes. Failure on your part to do so through positive planning and legislation invites federal intervention that may be costly in both monetary and human terms. We urge you to accept our challenge.

I. Certification

State laws specify the education and experience requirements for the certification and maintenance of certification of school personnel. The requirements of these programs often operate in ways that create barriers for women's participation in educational leadership.

State legislators can increase women's access to opportunities by:

Specifying the development of standards for determining equivalency experience and demonstration of knowledge in required course content areas.

Providing greater flexibility in application of residency requirements and transfer policies that recognizes that family responsibilities of women may not permit the mobility now required for certification.

Passing legislation that requires course content dealing with the cultural and sexual pluralism of our society. Such laws, frequently titled human relations laws, should specify content dealing with the full cultural and ethnic heritage of our society, the operation of racism and sexism in our society, and the critical role that education and educators may play in reducing the detrimental effects of racism and sexism.

Developing performance criteria and testing criteria for demonstration of skills and competencies that can be incorporated in certification standards.

II. School Personnel

Although women represent over 70 percent of the total educational personnel, only 15 percent of all principals and less than 1 percent of school superintendents are female. Similar patterns of nonrepresentation are found in state departments of education, in labor organizations, and professional associations. Sex and race discrimination in employment and educational programs is illegal under federal laws. However, the enforcement of this legislation and the development of positive programs for increasing equal opportunities for women and minorities in education has only begun.

State legislators can provide positive actions through:

Passing laws or regulations requiring the development of employment and program Affirmative Action Plans in state and local education agencies.

Monitoring of school's collective bargaining agreements to ensure that they do not discriminate against women and minorities in the areas of seniority, fringe benefits, compensation, child-bearing leave, retirement benefits, etc.

Providing funds within appropriate state agencies for the technical assistance and training in the development, monitoring, and evaluation of employment Affirmative Action Plans.

III. Funding

In view of federal laws prohibiting educational institutions from discriminating against women and minorities, an increasing number of complaints will probably be filed against schools that do not have a clearly stated Affirmative Action Program or strict enforcement of its requirements. Such suits may result in withdrawal of federal funds.

State legislators can provide assistance to school administrators in effecting educational programs of quality and equity by:

Funding a Human Rights Division at the state level to handle the critical issues relating to equity and individual rights of women and minorities.

Providing, through such a division, technical assistance to school administrators in meeting the requirements of the law.

Withholding state funding from schools or institutions that do not develop Affirmative Action Programs or do not implement such plans.

IV. Curriculum

The quality of education is ultimately determined by the personnel and curriculum of the local school. The existing needs of the community and the optimal ways of meeting them must be determined. State law and the state educational agency represent a crucial source of leadership in providing technical assistance, human and financial resources, and curriculum guidelines. Areas where state laws, regulations, or programs can assist the development of a true educational equity are:

Requiring course content in the existing curriculum that provides information about the contribution

of cultural and ethnic minorities and women. State department programs can assist this process through the development and dissemination of lists of acceptable textbooks and curriculum materials, as well as by providing technical assistance to local personnel.

Requiring the development of "survival" courses needed for all students that combine the elements of home economics and industrial arts courses.

Reviewing state vocational education plans to ensure the inclusion of women on citizens' advisory committees, the elimination of sex-segregated vocational schools and classes, and the active efforts of school systems to encourage youth and adults to pursue vocational preparation on the basis of their individual interests and abilities.

Reviewing state agencies responsible for the accreditation and supervision of school athletic programs to ensure that they provide inter-scholastic competitive sports for women; the equalization of access to facilities, equipment, rewards, and scholarships for women; and equal remuneration and recognition of staff members.

Reviewing existing counseling and guidance programs to ensure that they include nonstereo-typed materials and services for racial and cultural minorities and women.

The content of textbooks and instructional materials teach children about themselves and the values of their cultural and ethnic groups. Cultural, ethnic, and sexual stereotypes are critical determinants of educational achievement and life outcomes. However, textbooks do not portray a complete picture of the cultural and ethnic diversity and the range of roles that women play in our society.

State legislatures and educational agencies can play a vital role in this process through the adoption of standards requiring representation of groups, the development of supplementary curriculum materials, and the allocation of necessary budget and resources.

V. Inservice Training

Inservice training of educators has been a major vehicle for professional advancement and for improving the quality of education in our schools. Such training contributes to the modernization of educational technology, to the development of innovative teaching techniques, and to the establishment of solid conceptual bases for the educational process. It also provides the foundation for upgrading of teaching skills, creates avenues for administrative development, and furnishes a pool of educators qualified for promotion to positions of educational leadership. Women, however, have been disproportionately represented in these training programs.

The concern of legislators for quality education and affirmative action can be implemented through:

Increasing funding for inservice training programs in education.

Supporting legislation to develop demonstration programs and workshops in education throughout the state.

Supporting legislation to require Affirmative Action Programs at all levels of education so that equal opportunities for the training of women are assured.

VI. Appointment of Women to Policy-making Boards

The educational governance structure involves a myriad of boards, committees, and commissions with varying degrees of power. It is of utmost importance that women have equal representation on these boards. The types of boards involved include state boards of education, boards of regents or trustees, certification boards, vocational education councils and boards, and more specialized groups, such as boards dealing with tax equalization, zoning boards, or boards governing high school activities associations.

The method of selection of each board differs. Each state has its own structure for educational policy making and assignment of responsibility. In general, the members are: (1) elected by the public; (2) on the board by virtue of

another position they hold; or (3) appointed by a state official(s). If a particular board's membership is determined by methods (1) or (2), the concentration point would be to encourage women to run for the office concerned. If membership is determined by appointment, one must first determine who does the appointing, and if any type of document (e.g. charter, bylaws, constitution) is involved. If the person who does the appointing is following a mandate from a written document, it follows that to change the process of appointment, one should seek to alter the document.

It should be incumbent upon state legislators to draft an amendment to any document that designates membership on these boards so that there is adequate representation of women. Once this is stipulated in writing, the appointer can then be held accountable to follow this membership requirement.

The move to gain better female representation on these policy-making bodies involves careful scrutiny of where an actual decision or appointment is made in the structure and then concentrating efforts on that point.

VII. State Registries of Educational Personnel

A pool of persons available for job vacancies is needed to ensure that all qualified persons, regardless of race or sex, are given consideration when promotional opportunities occur. State legislators could encourage the development of equal access to such job opportunities by funding the operation of such a pool or registry within the state. This way, the best qualified educators can be considered.

FACTS TELL THE STORY

Women in the U.S. Population

In 1970, women made up 51.3 percent of the United States population. Characteristics of women in the population are:

Category	Percentage of females
White	51.2
Black	52.4
Other races	49.9

Category	Percentage of females
Spanish heritage	50.5
Under 18	49.0
Voting age	52.5
In college	40.6
In labor force	37.2
Family heads	10.8
Married	50.0
Widowed	82.1
Divorced	61.1
Living alone	67.7
Below low-income level	58.1

Women in Education

Education has often been called a "woman's profession." Although women constitute a majority of the professional employees in elementary and secondary education, they are not proportionately represented in administrative positions. Their representation is decreasing, as evidenced by the comparison between the 1970-71 and 1972-73 school years.

Women in Elementary & Secondary Education

	1970-71	1972-73
All professional employees	65%	63%
Teachers	67%	66%
All Principals	15%	14%
Elementary	21%	19%
Junior High	4%	3%
Senior High	3%	1%
Assistant Principals		
Elementary	34%	31%
Junior High	11%	8%
Senior High	9%	6%
Central Office Administrators		
Superintendents	6%	1%
Deputy or Associate Superintendents	8%	6%
Assistant Superintendents	3%	5%
Other central office administrators	26%	35%
Chief State School Officers	2%	5%

Women in Higher Education

Of the women employed in higher education, the disproportionate representation of women in faculty ranks can also be observed. The consistency of this pattern is evidenced by including the percentage of women's participation at three different time periods.

Percent of Higher Education Faculty
Who Are Women

Faculty rank	1959-60	1965-66	1971-72
All ranks	19.1	18.4	19.0
Professor	9.9	8.7	8.6
Associate Professor	17.5	15.1	14.6
Assistant Professor	21.7	19.4	20.7
Instructor	29.3	32.5	39.4

(NEA Research Memo 1973-7, April 1973)

Earnings of Women

Despite their participation in the work force, women earn less than men. The average annual income for women who work full-time is $5,700, or 59 percent of the $9,630 average for men who work full-time. Mean income for families with female heads was $5,100, or 47 percent of the $10,930 median for families with male heads.

Women's entry into the work force has been a natural outcome of their rising years of education. Their educational advantage, however, has not been the same as that of males.

Median Incomes of Persons 25 Years and Older
By Sex and Education: 1971

Educational attainment	All-income recipients		Year-round full-time workers	
	Male	Female	Male	Female
Elementary school				
Less than 8 years	$ 3,883	$ 1,503	$ 6,310	$ 3,946
8 years	5,469	1,883	7,838	4,440
High school				
1 to 3 years	7,570	2,581	8,945	4,889
4 years	9,088	3,594	9,996	5,808
College				
1 to 3 years	10,303	3,732	11,701	6,815
4 years or more	13,126	6,620	14,351	9,162

RELEVANT FEDERAL LEGISLATION

Title VI, Civil Rights Act of 1964

Prohibits discrimination against students or others on the grounds of race, color, or national origin (employment practices not covered.)

Write to Office for Civil Rights, Department of HEW, Washington, D.C. 20201, or regional HEW office, for:

Policies on Elementary and Secondary School Compliance with Title VI of the Civil Rights Act of 1964 (March 1968)

Nondiscrimination in Federally-Assisted Programs (October 1967)

Title VII, Civil Rights Act of 1964 (As Amended by the Equal Employment Act of 1972)

Prohibits discrimination in employment (including hiring, upgrading, salaries, fringe benefits, training, and other conditions of employment) on the basis of race, color, religion, national origin, or sex. Covers all employees.

Write to Equal Employment Opportunity Commission, 1800 G Street, N.W., Washington, D.C. 20506, or regional EEOC office, for:

Guidelines on Discrimination Because of Sex (April 1972)

Guidelines on Employee Selection Procedures (August 1970)

Executive Order 11246 (As Amended by 11375)

Prohibits discrimination in employment (including hiring, upgrading, salaries, fringe benefits, training, and other conditions of employment) on the basis of color, race, religion, national origin, or sex. Covers all employees.

Write to Office for Civil Rights, Department of HEW, Washington, D.C. 20201, or Office of Federal Contract Compliance, Employment Standards Administration, Department of Labor, Washington, D.C. 20210, or regional HEW or DOL office, for:

Sex Discrimination Guidelines (June 1970)

Revised Order No. 4 (December 1971)

Obligations of Contractors and Subcontractors (May 1968)

HEW Higher Education Guidelines Executive Order 11246 (October 1972) and subsequent memoranda.

Equal Pay Act of 1963 (As Amended by Education Amendments of 1972, Title IX)

Prohibits discrimination in salaries (including almost all fringe benefits) on the basis of sex. Covers all employees.

Write to Wage and Hour Division, Employments Standards Administration, Department of Labor, Washington, D.C. 20210, or field, area, or regional Wage and Hour Division office, for:

Equal Pay for Equal Work--Interpretative Bulletin 800 (August 1971)

Extension of the Equal Pay Act of 1963--Fact sheet (September 1972)

Title IX, Education Amendments of 1972

Prohibits discrimination against students or others on the basis of sex.

Write to Office for Civil Rights, Department of HEW, Washington, D.C. 20201, or regional HEW office, for:

Memorandum to Presidents of Institutions of Higher Education Participating in Federal Assistance Programs (August 1972)

Title VII (Section 799A) & Title VIII (Section 845) Public Health Service Act (As Amended by the Comprehensive Health Manpower Act and the Nurse Training Amendments of 1971)

Prohibits sex discrimination in admission of students and against some employees.

Write to Office for Civil Rights, Department of HEW, Washington, D.C. 20201, or regional HEW office, for:

HEW Form No. 590--Assurance of Compliance (March 1972)

FOR FURTHER REFERENCE

A selected list of references related to the education of women and their employment in the field of education and the professions.

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APPENDIX A

WOMEN IN EDUCATIONAL POLICY-MAKING
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EDUCATION POLICY FELLOWSHIP PROGRAM (EPFP) (formerly Washington Internships in Education) is a national program designed to help provide future leaders the skills in policy-making they must have to exert effective and enlightened leadership in American education. Funds for the program are provided by the Ford and Rockefeller Foundations.

Since 1965, the program has placed over 250 mid-career persons in one-year internships in public and private agencies involved in educational policy matters. Carefully recruited sponsors, who are themselves key actors in public policy issues, agree to serve as on-the-job mentors by demonstrating, through their daily tasks, how educational policy is shaped at the State or national level. An important ingredient of the program is the informal weekly seminars through which Fellows interact with decision-makers, eminent authorities and leading specialists in education-related fields. National meetings of Fellows with other special groups contribute further to their understanding of educational policy-making. Fellows' salaries are paid by the sponsoring organizations, while the costs of recruitment, placement and continuing professional development are borne by the EPF Program. Headquartered in Washington with sites in four States, the EPF Program is designed for mid-career persons 25-45 years of age who have completed their academic training. Two-thirds of the forty-five participants in 1975-76 have completed the doctorate degree; all have demonstrated substantial leadership skills and a strong commitment to improving the educational system.

Although EPFP participants are widely considered to be prime candidates for excellent post-Fellowship positions, the EPF Program does not commit itself to obtaining future employment for them. Fellows frequently take leaves of absence from their pre-Fellowship position to participate in the program.

Illinois Coordinator—Robert Bunnell
Massachusetts Coordinator—Ursula Wagener
Michigan Coordinators—Carl Candoli & Matthew Prophet

EDUCATIONAL STAFF SEMINAR (ESS) is a professional development program designed for staff members employed by the Executive and Legislative branches of the Federal Government in the field of education. The goals of ESS are to provide an open forum in which participants can improve their professional capabilities and personal fulfillment on the job by:

a) being exposed to new ideas and perspectives;
b) increasing their knowledge of particular subjects and their understanding of how things actually operate in the field; and
c) meeting with other professionals involved in the legislative and policy formulation processes in an informal learning environment which fosters improved professional relationships.

ESS supplements the Washington work experience with a variety of in-service training seminars and in-the-field observation. It was established in 1969 and is funded by the Institute and by partial reimbursement from the governmental agencies served.

In fiscal year 1975, ESS conducted 73 programs for over 2200 Federal employees. Included were 16 field trips and 57 luncheon/dinner discussion meetings, site visits, demonstrations, and other executive development activities.

THE ASSOCIATES PROGRAM (TAP) is an evolving IEL activity whose emphasis up to now has been the provision of seminars and other forums for legislators and other policy-makers at State capitals. Begun in 1972 with three State educational seminars, TAP now sponsors 21 seminars, all manned by Associates who, on a part-time basis, arrange 5-10 programs annually.

Other TAP efforts—

Maintain a network of State-level "generalists" (Associates) whose ties to IEL in the nation's capital provide rare linkages among Federal and State education policy-setters.

Encourage similar linkages among agencies and coalitions seeking to improve processes of State-level decision-making.

Support attempts of individual State leaders (governors, chief state school officers, legislative committees, etc.) to improve policy-making machinery and to narrow the communications gap which separates political and professional leaders.

OTHER IEL ACTIVITIES

Under a grant from the Department of Health, Education and Welfare's Fund for the Improvement of Postsecondary Education, IEL has established an issue development service for consideration and transmission of key policy issues in postsecondary education. The **POST-SECONDARY EDUCATION CONVENING AUTHORITY (PECA)** sponsors conferences, research efforts, task force groups and publications focusing on such issues as institutional licensing, consumer protection, and State financing. During 1975-76 the program will add lifelong learning and public policy to its agenda.

IEL and National Public Radio co-produce the **"OPTIONS IN EDUCATION"** series, heard weekly over NPR's 179 member stations from coast to coast. Voice of America rebroadcasts the 1-hour programs, and IEL makes cassettes and transcripts available at minimum cost. In 1974 "Options" received awards from the Education Writers Association and the Council for the Advancement and Support of Education, Mason-Dixon Division. Funds for "Options in Education" are provided by IEL, National Institute of Education, U.S. Office of Education, Robert S. Clark Foundation, NPR, and other grantors.

Under contract from the Office of the Assistant Secretary for Education, HEW, IEL is planning major conference activity early in 1976 for educational decision-makers and administrators on the subject of institutional adjustment to changing sex roles. The goals of the **NATIONAL CONFERENCE ON WOMEN IN EDUCATION,** which include increasing training and career options for women in education and facilitating Title IX implementation, will be pursued in cooperation with women's group leaders, policy-makers and the educational community generally.

The **CAREER EDUCATION POLICY PROJECT (CEPP)** addresses the issues of education, work and society. Funded by the U.S. Office of Education, CEPP uses the resources of other IEL programs—ESS, TAP, "Option"—to inform both policy-makers and the public of the issues in the career education movement.